

**City of Greensboro Planning Department
Zoning Staff Report and
Plan Amendment Evaluation
January 9, 2006 Public Hearing**

The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.

Item: B
Location: East side of Yanceyville Street between Lees Chapel Road and Kenion Street

Applicant: Birch Properties, Inc.
Owner: John and Carolyn Evans, Eleese Smith, and Christopher Parks

GFLUM

From: Low Residential
To: Moderate Residential

Zoning

From: RS-12
To: CD-RM-8

Conditions: 1) Townhomes designed for sale.
2) Maximum number of townhomes shall be 130.
3) Access limited to one curb cut out on Yanceyville Street.
4) Limited to two stories in height.

SITE INFORMATION	
Maximum Developable Units	129
Net Density	8 units per acre
Existing Land Use	Single Family / Undeveloped
Acreage	16.21 acres
Physical Characteristics	<i>Topography:</i> Downward easterly slope <i>Vegetation:</i> Wooded <i>Other:</i> N/A
Overlay Districts	N/A
Historic District/Resources	N/A
Generalized Future Land Use	Low Residential
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
North	Episcopal Church of the Holy Spirit	RS-12
South	Undeveloped	RS-12
East	Single Family	RS-12
West	Single Family	RS-12

ZONING HISTORY		
Case #	Year	Request Summary
		This property has been zoned RS-12 since July 1, 1992. Prior to the implementation of the UDO, it was zoned Residential 120S.

DIFFERENCES BETWEEN RS-12 (EXISTING) AND CD-RM-8 (PROPOSED) ZONING DISTRICTS
RS-12: Primarily intended to accommodate moderate density single family detached dwellings in developments where public water and sewer service is required. The overall gross density will typically be 3.0 units per acre or less.
CD-RM-8: Primarily intended to accommodate duplexes, twin homes, townhouses, cluster housing and similar residential uses at a density of 8.0 units per acre or less. See Conditions for use limitations and other restrictions.

TRANSPORTATION	
Street Classification	Yanceyville Street – Major Thoroughfare, Savannas Run Way – Local Street.
Site Access	One proposed access via Yanceyville street.
Traffic Counts	Yanceyville Street ADT = 7,455.
Trip Generation	N/A.
Sidewalks	Sidewalks are a requirement of the Development Ordinance. 6' sidewalk with a 4' grass strip is required along both sides of thoroughfares. 5' sidewalk with a 3' grass strip is required along one side of all other street types.
Transit	No.
Traffic Impact Study	Not required per TIS Ordinance.
Street Connectivity	Yes, required per the City's Street Connectivity Policy. Please see the Additional Information section of this staff report.
Other	N/A.

ENVIRONMENTAL REVIEW	
Water Supply Watershed	No, site drains to North Buffalo Creek
Floodplains	N/A
Streams	USGS Blue line (perennial) streams located in the middle and along the east property boundary. 50' buffer is required for the stream. Buffer is to be measured from top of bank, top of steep slope or edge of wetlands (whichever produces a greater buffer). The restrictions within the buffer are as follows: first 15' must remain undisturbed and next 35' built upon area limit of 50% no occupied structures are allowed.
Other	Possibility of wetlands on site.

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
<i>North</i>	Type C Yard - 20' avg. width; 2 canopy/100'; 3 understory/100', 17 shrubs/100'
<i>South</i>	Type D Yard - 5' avg. width; 2 understory/100', 18 shrubs/100'; and, Type C Yard - 20' avg. width; 2 canopy/100'; 3 understory/100', 17 shrubs/100'
<i>East</i>	Type C Yard - 20' avg. width; 2 canopy/100'; 3 understory/100', 17 shrubs/100'
<i>West</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'

CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

Connections 2025 Written Policies:

Housing and Neighborhoods Goal: Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

POLICY 6A.2: Promote mixed-income neighborhoods.

POLICY 6C: Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

Reinvestment/Infill Goal: Promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas, and neighborhoods.

POLICY 4C.1: Establish standards for and promote new forms of *compact development*.

Connections 2025 Map Policies:

The area requested for rezoning lies within the following map classifications:

Existing:

Low Residential (3-5 d.u./acre): This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within this density range. Although there are some existing residential areas in the City developed on lots greater than 1/3 acre, future residential developments and "conventional" subdivisions should

generally maintain a gross density of no less than three dwellings per acre, except where environmental constraints (e.g., the Watershed Critical Area) prevent such densities from being achieved. Compact developments that include clustered, small lots with substantial retained open space are encouraged.

Proposed:

Moderate Residential (6-12 d.u./acre): This category accommodates housing types ranging from small-lot, single-family detached and attached single-family dwellings such as townhomes to moderate density, low-rise apartment dwellings.

COMPREHENSIVE PLAN AMENDMENT HISTORY		
Case #	Date	Request Summary
N/A		There have not been any land use amendments in the immediate vicinity of this case.

APPLICANT STATED REASONS FOR REQUEST

Explain in detail why the change is needed and a justification for such a change:

“Applicant has applied for rezoning of this property to CD-RM-8 for townhomes for sale. Single-family attached homes at the low end of moderate density is a reasonable use on Yanceyville Street.”

Explain in detail the conditions that you think may warrant a Plan Amendment (i.e. unforeseen circumstances or the emergence of new information, unanticipated changes in development pattern, rezonings, transportation improvements, economic opportunities, changes in socioeconomic conditions, etc.):

“This area of Yanceyville Street is in transition and is improving. This change will allow the development of quality townhomes at a reasonable price and continue the trend of improving this area to northeast Greensboro. The conditions assure good quality and the density is comparable with other developments in the area.

COMPREHENSIVE PLAN ANALYSIS

Need for the Proposed Change: The applicant is requesting this change to build townhomes. This area is currently depicted as Low Residential on the Generalized Future Land Use map which is predominantly single-family detached dwellings, as well as other compatible housing types that can be accommodated within the density range. The applicant has requested a change to Moderate Density Residential to accommodate this development. North of the site is a church, east is a new single family subdivision under construction, south is primarily undeveloped, and west across Yanceyville Street are a few single family homes and a nonconforming beauty shop.

This area contains large deep lots with some development along the Yanceyville road frontage. There is a lot of undeveloped land behind these land uses that front on Yanceyville and this area is likely to transition over the next several years.

This is a good example of infill development and the use of underutilized land that is currently within the city limits.

Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service, traffic counts, planned road improvements, transit, accidents statistics, and environmental constraints such as; location within a Water Supply Watershed, floodplain, streams):

Water Resources: Any wetland disturbance or stream crossing / disturbance must be permitted by the State and the Corps of Engineers. All the permits must be obtained prior to any disturbance.

Implications, if any, the Amendment may have for Other Parts of the Plan:

This change in land use classification and zoning could spark additional interest in the undeveloped acreage in this area.

Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3):

None

COMPREHENSIVE PLAN MONITORING COMMENTS

The Monitoring Committee met on December 5, 2005, and made the following comments concerning this request:

- The requested density does not seem to be out of line;
- Puts raw land to use;
- Provides a mix of housing density in the area;
- This is a growing area with different housing types;
- It seems to be the normal progression of growth;
- Zoning Commission and City Council need to establish a pattern of zoning in this area; and
- Some concern for landscaping between different housing densities.

CONFORMITY WITH OTHER PLANS

The following aspects of relevant plans may be applicable in this case:

City Plans: N/A

Other Plans: N/A

STAFF COMMENTS

Planning: The 7.3-acre tract east of and adjacent to the subject property was rezoned from RS-12 to RS-7 by the City Council in August 2003. The Zoning Commission unanimously approved that rezoning.

The property zoned CD-RM-18 (#3230) to the south was rezoned to that district by the Zoning Commission in April 2004. That property is limited to a maximum of 31 single family dwellings and a maximum of 12 townhouse units. The Planning Department recommended in favor of that rezoning since the overall density of 4.8 units per acre was consistent with the Generalized Future Land Use Map and with Connections 2025 objectives to promote compact development, provide for mixed income neighborhoods, and provide affordable housing opportunities.

There is a mix of zoning districts in this extended area with multifamily zoning to the south (CD-RM-18 and RM-12) and to the west (RM-8) and single family (RS-12 and RS-7) immediately adjacent to this property. Staff feels that this request is consistent with the Reinvestment/Infill Goal and Housing and Neighborhoods Goal as described above. Furthermore, this proposal meets Connections 2025 policies of promoting mixed-income neighborhoods, promoting the diversification of new housing stock, and promoting compact development.

It appears that there is a drainageway crossing through the center of this site that is depicted on the City's "Drainageway and Open Space" map. When this site is subdivided, the Subdivision Ordinance will require the dedication of those areas to the City of Greensboro as drainageway and open space. The width of the dedication along that drainageway will depend on the size of the pipe it would take to cross said drainageway. If a crossing would require a 66-inch or greater pipe, the required dedication would include the land between the natural one-hundred-year flood contour lines as determined by the City. That area may be reduced in width by filling provided that a minimum average width of two hundred feet is maintained, a minimum width of one hundred feet is maintained at the narrowest point, no fill is placed within a designated floodway, and no slope greater than three to one is created. Article VII, Section 27-22 Stormwater management control requirements, and federal wetlands regulations will prohibit or restrict fill placement in certain locations. If the crossing would require a pipe smaller than 66-inches the minimum average width would be sixty feet.

GDOT: No additional comments.

STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends approval of the Comprehensive Plan amendment to the Moderate Residential land use classification and approval of the rezoning to Conditional District – RM-8 Residential Multifamily primarily due to:

- It supports the reinvestment and infill goal by putting underutilized land within city limits to use;
- It will utilize the array of city services that are already available to it;
- Provides a diversification of new housing stock; and
- Promotes compact development.

ADDITIONAL INFORMATION



Street Connection Policy:

In accordance with Section 30-6, 13.3 (C) of the Greensboro Development Ordinance, street extensions that extend from existing neighborhood through a proposed development site into or through another existing neighborhood shall be evaluated and established based on the following criteria:

1. Emergency Response Times:
How much a street connection may decrease emergency response times or enhance emergency vehicle access.
(Fire Department to evaluate, Robert Cudd)

If there is only one access point into this development then in the case of a street network breakdown due to weather, accident, or fire there will be no way for emergency responders to get to the proposed residences of development. A secondary means of access is always important for emergency responders. Alternate accesses provide a means to get multiple resources such additional hoses, air unit, equipment, other emergency responders etc. from multiple directions. The connections will in addition create alternate emergency access for the existing subdivision.

2. Excessive Block Lengths:
Evaluate current neighborhood block lengths and determine if a street connection is needed.
(Planning Department to evaluate, Steve Galanti)

NOTE: This evaluation was made based on the assumption that Savannas Run Drive would some day connect to Glenside Drive

Section 30-6-13.4 (Block Length) of the Development Ordinance requires the following:

The block length shall not exceed one thousand, five hundred (1,500) feet:
A1. The block along the east side of Yanceyville Street (between Lees Chapel Road and Lankford Street) is currently approximately 3,416 feet. With the connection of the through-street the block would be divided into two segments, one at approximately 1,767 feet and one at approximately 1,649 feet. Although the connection depicted on the map submitted for review does not comply fully with the requirements of the Ordinance, the situation would be closer to compliance (and meeting the intent of the provision) than not having the connection. **Therefore, the connection is recommended.**

A2. The block along the west side of Dobson Street/Savannas Run Drive (between Mitchell Avenue and Glenside Drive) is currently approximately 3,324 feet. With the connection of the through-street the block would be divided into two segments, one at approximately 1,607 feet and one at approximately 1,717 feet. Although the connection depicted on the map submitted for review does not comply fully with the requirements of the Ordinance, the situation would be closer to compliance (and meeting the intent of the provision) than not having the connection. **Therefore, the connection is recommended.**

B. maximum block perimeter of six thousand (6,000) feet:
The current block perimeter measures approximately 12,090 feet. With the street connection the current block would be divided into two blocks, one with a perimeter of approximately 7,100 feet and the other with approximately 8,261 feet. Although the connection would not create two blocks that comply fully with the requirements of the Ordinance, the situation would be closer to compliance (and meeting the intent of the provision) than not having the connection. (NOTE: The blocks would be further reduced upon the connection of other streets in this area.) **Therefore, the connection is recommended.**

C. Cul-de-sac Maximum Length: The maximum distance from an intersecting through street to the end of a cul-de-sac shall be eight hundred (800) feet. Without the street connections the result would be the creation of two cul-de-sac. The "Savannas Run Court" cul-de-sac would be approximately 111 feet and the cul-de-sac interior to the proposed development would be approximately 1,345 feet. The connection would eliminate both cul-de-sacs. **Therefore, the connection is recommended.**

3. Traffic Congestion:
Existing and/or anticipated street patterns warrant a street connection(s) in order to reduce traffic congestion.
(Greensboro Department of Transportation to evaluate, Carrie Reeves)

The proposed street extension/connection is proposed to be local residential street, and is not anticipated to have any impact on traffic congestion level within the area.

4. Pedestrian:
Existing street and sidewalk patterns warrant a street connection(s) and or sidewalk connection(s) to enhance pedestrian and bicyclist activities.
(Greensboro Department of Transportation to evaluate, Peggy Holland)

The proposed street connection will provide pedestrian and bicycle connection between existing and proposed residential streets.

5. Coordinated Street Plan:
A street connection fits into adopted street plans (thoroughfare plan, collector street plan, and local street plan)
(Greensboro Department of Transportation to evaluate, Carrie Reeves)

There are no adopted street plans for this area.

6. Extraneous Traffic:
Whether or not a proposed street connection(s) would encourage traffic volumes with origins and destinations outside the existing neighborhood or encourage truck traffic to pass through the neighborhood.
(Greensboro Department of Transportation to evaluate, Carrie Reeves)

The proposed street connection is not anticipated to encourage extraneous traffic to utilize this local residential street network.

7. Impacts to Natural Areas:
Whether or not a proposed street connection(s) would adversely affect streams, lakes/ponds, and whether or not there are topographical barriers or unique natural areas.
(Greensboro Department of Transportation, Water Resources Department, and Parks and Recreation Department to evaluate, Virginia Spillman, Mike Simpson)

This site has 2 perennial streams and one intermittent stream that would potentially be affected by the street layout as highlighted on the map. Stream #1 is a perennial stream that runs north to south and it originates near Yanceyville rd. Stream # 1 will have to be crossed once if the connectivity takes place. Perennial streams in this sub basin require a 50' buffer on each side measured from top of bank, top of steep slope or edge of wetlands (whichever produces a greater buffer) the first 15' of the buffer must remain undisturbed but built upon area is allowed on the next 35' up to 50% of the buffer. Utility crossings and street crossings are allowed as long as all the certifications are obtained from the State and the Corps of Engineers.

If Savannas Run Way is extended it would require at least one crossing of a perennial stream (Stream #2). Stream # 2 runs North to South and it originates near Dodson St. There is also an intermittent stream (Stream #3) that runs west to east almost parallel to the south property line. Said stream is originated near Yanceyville rd. The intermittent stream is not shown on the layout but it may have to be impacted or crossed if the street layout highlighted on the map takes place. Also, there could potentially be wetlands associated with the streams. A required street crossing perpendicular to the stream is allowed if appropriate permits are obtained. As with any perennial stream crossing, it would have to be made as close to 90 degrees as possible and all appropriate permits/approvals would have to be obtained from the state and the corps. Any wetlands disturbance also requires permits from the state and corps.

8. Impacts to Public Facilities:
Whether or not a proposed street connection(s) would adversely affect other public facilities such as parks, bike trails, nature trails, and natural areas.
(Greensboro Department of Transportation and Parks and Recreation
Department to evaluate public facilities, Mike Simpson, Peggy Holland)

GDOT and Parks and Recreation: There are no impacts to public facilities.

9. Public Service Delivery:
Whether or not a proposed street connection would enhance delivery of public services.
(Greensboro Department of Transportation and Environmental Services to
evaluate Carrie Reeves, Jeryl W. Covington)

GDOT: The proposed street connection will improve the routing and delivery of goods and public services such as solid waste collection, mail/package deliveries, school bus routing, and water/sewer line connections.

Environmental Services: It continues to be the Department's preference to require the connection of all streets to allow ease of service delivery. During the event in which connectivity is not physically possible, it is the preference of the Department to allow adequately sized turnarounds. Such turnarounds should be constructed to the minimum City street design standards.

This recommendation is based on the Department's ability to provide solid waste services. For the solid waste operations, staff is instructed to avoid backing the solid waste vehicles. Five independent solid waste collection services are provided to resident/businesses on a weekly basis. Three of the five services are managed by a single operator, no safety spotter is available to guide the vehicle or assist maneuvering the vehicle safely with its inherent blind spots. The minimum length of the solid waste vehicles is 33 feet. Due to these constraints, operators are instructed to avoid backing and use available constructed turnarounds and paved areas. Supervisory staff notifies residents of obstacles placed within the turnaround locations that prevent the delivery of solid waste services.

Conclusively, solid waste service delivery is enhanced with the City's position to encourage street connectivity.

Public Involvement Procedure:

When, during the rezoning stage, the initial analysis by the City of Greensboro staff indicates a proposed street connection is warranted (based on a review of criteria 1-9) the Zoning Commission meeting will serve as the public hearing for public involvement and information gathering.

When, during the plan review stage, the initial analysis by City of Greensboro staff indicated a proposed street connection is warranted (based on a review of criteria 1-9) and prior to City of Greensboro staff making a recommendation to the Technical Review Committee, an information gathering meeting will be held with adjacent property owners to seek additional information related to criteria 1-9.

(Greensboro Department of Transportation to coordinate public involvement)

Should a proposed rezoning or an appeal of a TRC plat denial be made, this form (and attached map showing all proposed street connection locations and public involvement summary) will be provided to the Planning Board and City Council for their use and consideration in the appeals process.

Staff Recommendation:

These connections will create block lengths, block perimeters, and cul-de-sacs that will be closer to complying with the intent of the Development Ordinance. It sets up for a future street network that will meet all block lengths, block perimeters, and cul-de-sac ordinance requirements. These connections will provide alternate access for emergency responders. The appropriate permits can be obtained to cross the streams within this development. Staff recommends that the extension/connection be made via Savannahs Run Way.

Date: 1/4/06

Name: Carrie S. Reeves, PE

Turn Around Evaluation: In the event that Broadleaf Road is not extended.

Street: Savannahs Run Way
Limits: From Savannahs Run Drive to the eastern property line of this proposed development
Length: Approximately 150'

1. How important is a permanent turn around at the end of Savannahs Run Way in order for your Department to provide services in a safe and efficient manner? (Please Circle)
 - a. **Critical**
 - b. Very Important
 - c. Somewhat Important
 - d. Not Important at all
2. Does your Department request that a permanent turn around be installed at the end of Savannahs Run Way? (Please Circle)
 - a. **Yes** (If yes please list reasons why your department requests a turn around, please include any departmental standards and policies)
 - b. No

Planning Department: The type of turn around will depend on how the abutting property is developed: 1) If single family lots are to be created on the end of Savannahs Run Way it should be terminated in a cul-de-sac. 2) If the newly created lots will have frontage and access from the new streets created within the proposed subdivision we defer the decision to the Departments which provide service to the lots on that segment of Savannahs Run Way.

Environmental Services: If no through street is developed a permanent structure will be required. Solid waste does not have an alternative to backing at least 75 feet or more. Most services are provided with a single operated vehicle. Blind spots are associated with these vehicles.

Fire Department: Fire code requires any street longer than 150' to have a permanent turn around. The Greensboro Fire Department requires a minimum Cul-De-Sac diameter of 65', or a T/L – shaped turn around w/ the minimum branch length of 50'.

3. If your Department requests a permanent turn around, what type of turn-a-round do you request? (Please circle desired type of turn around)
- a. Cul-De-Sac (COG Std. 503)
 - b. Branch "L" Permanent (COG Std. 502)
 - c. "T"-Type Permanent (COG Std. 502)
 - d. Temporary (COG Std. 502)
 - e. Other

Environmental Services: A cul-de-sac is the preference for the operations of Environmental Services' vehicles. However, a "t" could be managed if adequate space and visibility is provided.

Fire Department: Fire has no preference other than one of the above highlighted permanent turn arounds be installed at the end of streets.

4. Are you aware of any constraints that would prohibit the construction of a turnaround at this location?
- a. No
 - b. Yes (Please list constraints below)